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Status of child labor in the state of Virginia

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Thesis

STATUS OF CHILD LABOR IN THE STATE OF VIRGINIA

Submitted by

Scotia Rebekah Ballard

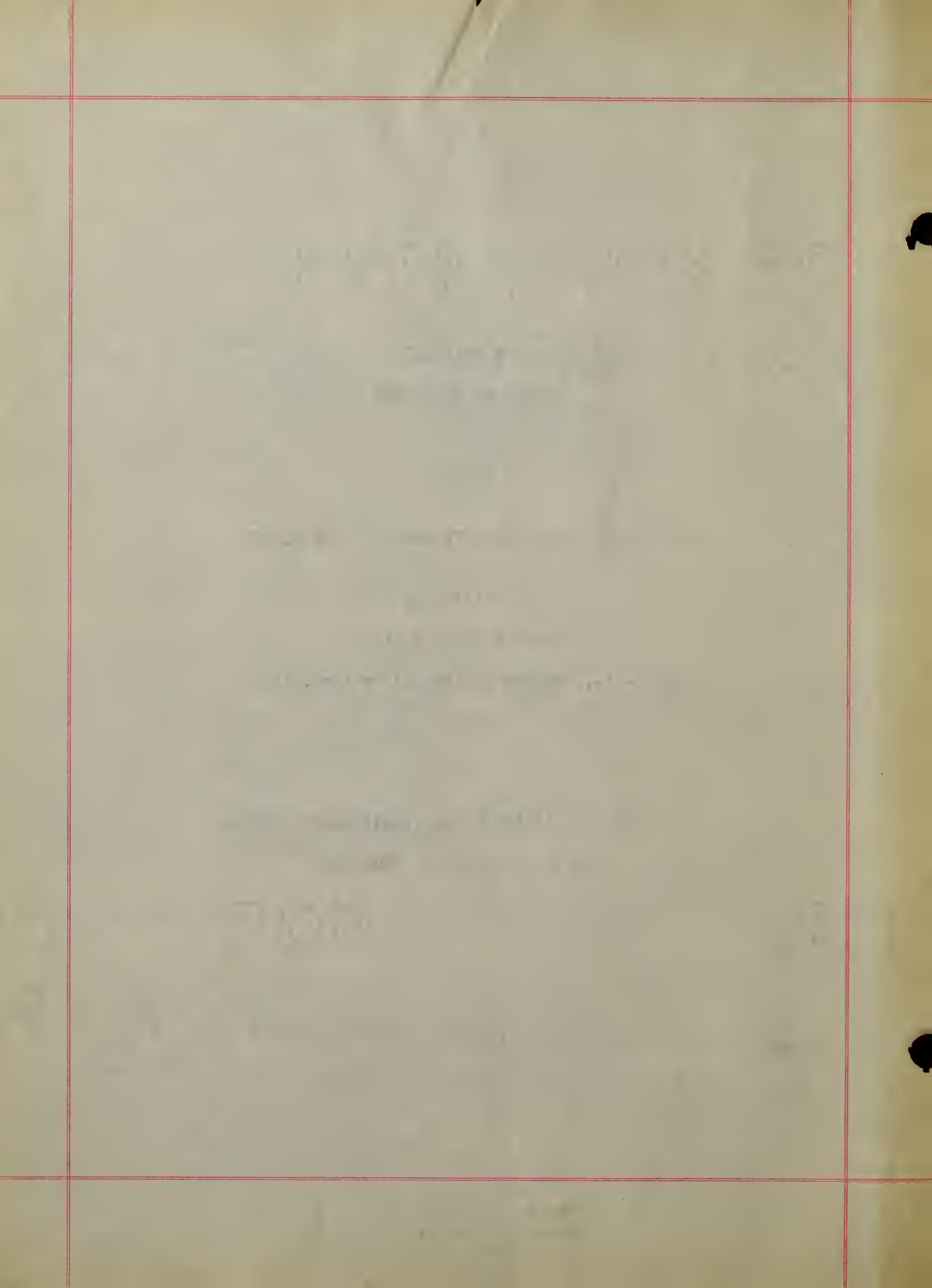
(B. L. I., Emerson College of Oratory, 1931)

In partial fulfillment of requirements for the
degree of Master of Education

First Reader: John J. Mahoney, Professor of Education

Second Reader: George K. Matechnie, Instructor in Social Sciences.

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CONTENTS

Introduction	Pages 1-4
Chapter I	
Non-Agricultural Industries and the Children of Virginia	5-16
History	5-7
Non-Agricultural Industries Employing Child Labor	7-10
Street Trades	11-14
Dangerous and Hazardous Occupations	14
Workmen's Compensation for the Juvenile	15-16
Chapter II	
Child Labor in Agricultural Virginia	17-26
Legal Aspect	17-19
A Bird's Eye View of the Situation in Virginia	19-23
School Attendance Law	23
Child Labor on Norfolk Truck Farms	23-26
Chapter III	
The Challenge to Education	27-40
Legal Regulations of School Attendance	27-29
Illiteracy and Child Labor	29-30
The Call of Industry	30-32
What is Wrong with the Schools?	32-34
The Effect of the Economic Depression	35-36
Suggested Reform	36-37
Value of Adult Education	37-38

THESE

No.	Text	Page
1	Introduction	1
2	I. The first part of the work	2
3	II. The second part of the work	3
4	III. The third part of the work	4
5	IV. The fourth part of the work	5
6	V. The fifth part of the work	6
7	VI. The sixth part of the work	7
8	VII. The seventh part of the work	8
9	VIII. The eighth part of the work	9
10	IX. The ninth part of the work	10
11	X. The tenth part of the work	11
12	XI. The eleventh part of the work	12
13	XII. The twelfth part of the work	13
14	XIII. The thirteenth part of the work	14
15	XIV. The fourteenth part of the work	15
16	XV. The fifteenth part of the work	16
17	XVI. The sixteenth part of the work	17
18	XVII. The seventeenth part of the work	18
19	XVIII. The eighteenth part of the work	19
20	XIX. The nineteenth part of the work	20
21	XX. The twentieth part of the work	21
22	XXI. The twenty-first part of the work	22
23	XXII. The twenty-second part of the work	23
24	XXIII. The twenty-third part of the work	24
25	XXIV. The twenty-fourth part of the work	25
26	XXV. The twenty-fifth part of the work	26
27	XXVI. The twenty-sixth part of the work	27
28	XXVII. The twenty-seventh part of the work	28
29	XXVIII. The twenty-eighth part of the work	29
30	XXIX. The twenty-ninth part of the work	30
31	XXX. The thirtieth part of the work	31

Summary	39-40
Bibliography	41-44

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TABLES

Table No. 1

Per Cent of Child Laborers in Virginia - 1920 and 1930
Census

Table No. II

Children 10-15 Years of Age in Virginia Employed in
Non-Agricultural Industries

Table No. III

Industries Employing Child Labor in Massachusetts, Wisconsin, California and Virginia

Table No. IV

Street Trades

Table No. V

Children 10-15 Years of Age Employed in Agriculture in
Virginia

Table No. VI

Ages of Children Doing Each Specified Kind of Field
Work

Table No. VII

Duration of Field Work Performed by Children on Truck
Farms

Table No. VIII

Trend of Illiteracy and Child Labor

Index

1. The first part of the book is devoted to a general survey of the history of the subject.	1
2. The second part of the book is devoted to a detailed study of the various theories of the subject.	10
3. The third part of the book is devoted to a critical examination of the various theories of the subject.	20
4. The fourth part of the book is devoted to a study of the various methods of the subject.	30
5. The fifth part of the book is devoted to a study of the various results of the subject.	40
6. The sixth part of the book is devoted to a study of the various applications of the subject.	50
7. The seventh part of the book is devoted to a study of the various problems of the subject.	60
8. The eighth part of the book is devoted to a study of the various questions of the subject.	70
9. The ninth part of the book is devoted to a study of the various theories of the subject.	80
10. The tenth part of the book is devoted to a study of the various methods of the subject.	90

INTRODUCTION

"What the wisest and best parent wants for his own child, that must the state want for all of its children."¹

Virginia has always striven to give her youth the best of everything. Virginia has been and still is a leader among states. She could not have maintained this position had she neglected her children. However, Virginia like the rest of her sister states, still has many "unfinished tasks" to perform in regard to her children. The field of "Child Welfare" is so vast that it would be impracticable to try to cover it all in one short paper, therefore, the writer has chosen to limit this particular paper to Child Labor.

In order that there may not be any misunderstandings in regard to terms used in this paper, Child Labor is defined as the work of minor children under eighteen in gainful occupations.

"Child Work", however, should not be confused with Child Labor. Even the most radical of Child Labor advocates do not recommend the complete abolition of work by children. "Children should learn to work before they 'go' to work."² The child should perform certain tasks and assume a certain amount of responsibility. Education, which is considered the antithesis of Child Labor, has for its very foundation, work that will enable one to better perform life's work. The Child Labor reformer is greatly opposed to all of the so-called "blind alley" occupations and to any work that may hamper the further development of the child or that may endanger his chances of happiness

1. John Dewey--School and Society

2. Child Labor in Massachusetts, p. 7. Published by Mass. Child Labor Committee, Boston, Mass., 1926

and success later in adult life.

Few studies have been made of the Child Labor situation in Virginia. The writer was able to find two.¹ However, there was some material available from the various general studies made from time to time by the Children's Bureaus. Figures obtained from the 1920 and 1930 census formed the basis from which conclusions were drawn. Wherever possible first hand information was obtained by conferences with persons in authority. Information obtained from the other states helped to throw some light on the problem in Virginia.

It is hoped that this paper will give a bird's eye view of the Child Labor situation in Virginia and that it will show the status of Virginia in relation to the other forty-seven states. It is quite obvious that it would be impossible to compare Virginia to each of the forty-seven states, so certain representative states have been chosen, namely, Massachusetts, Wisconsin, and California. With the exception of Ohio, these states are probably the most progressive in reform Child Labor movements, in Child Labor Law enforcement, and in public school education. Massachusetts, located in the New England states, is among the most progressive of that group and is therefore a good representative of that section. Wisconsin represents the Middle West and California, the Far West.

Child Labor is not a new problem. There has been child labor since the beginning of time. However, the regulation of this problem by organized society did not become necessary until the Industrial Revolution. While the world was still enjoying an agricultural

1. Child Labor and the Work of Mothers on Norfolk Truck Farms, 1924
2. Child Labor in Representative Tobacco-Growing Areas, 1926. Published by the U. S. Dept. of Labor, Chln's Bureau, Washington, D.C.

civilization, state regulation of Child Labor was simply unthought of. With the coming of the Industrial Era, during the latter half of the eighteenth century, the entire social structure changed and problems, which had been adequately controlled by the family and local community suddenly became so complex that it became necessary for the state to handle them. Child Labor was one of these problems. The first Child Labor Law was passed in England in 1833.¹ The first Child Labor Law in the United States was passed three years later, 1836, in Massachusetts. With her large plantations and many negro slaves, the State of Virginia found it more advantageous to remain agricultural, therefore she was not confronted with the new Industrial problems. After the "War between the States", things began to change and new industries from the North began to move into the South, bringing with them the new labor problems. In 1908, Virginia realized that something had to be done, so a law regulating children in industry was passed. From 1908 to 1920, this law was amended several times. However, at no time during that period was there an adequate enforcement clause incorporated in the law. The law, therefore, had little or no practical value. In 1922² the present Virginia Child Labor Law was passed. This law regulates the working of children in non-agricultural industries. It provides that no child under fourteen years of age³ shall engage in any gainful occupation, except agriculture. It also provides for a forty-four hour week and eight-hour day.⁴

"The Law is enforced through the Department of Labor and Industry

1. There were child labor laws before this in England but as they carried no enforcement provisions they were of no value.
2. See page on Labor Laws of the Commonwealth of Virginia, 1930
3. When school not in session, children of 12 yrs. may work in fruit and vegetable canneries; boys of 12 may work in street trades.
4. Fruit and vegetable canneries have a forty-eight hour week.

in cooperation with the school authorities and Juvenile Courts. That is, work permits are issued by the school authorities; inspectors of the Department of Labor and Industry check places of employment to see that the Law is complied with, and the Juvenile Court prosecutes civil violations as are necessary to take before it."¹

As this Law makes no provision for the child in agricultural industries, it seems wiser to discuss that so very important phase in a chapter by itself. Agriculture at one time may not have needed State supervision but today agriculture is rapidly becoming industrialized and the labor problems on the farms are among our most acute.

Children in non-agricultural industries have profited by this Law, and the writer hopes to show how they have. At the same time there is room for improvement, especially in the street trades. These problems will be discussed in detail in Chapter I.

The people of the United States today recognize the fact that every child who is mentally capable has the need of, and the right to education. Anything that deprives him of this is not only a detriment to the child but a curse upon the entire nation as well. Many would have us believe that education is the cure of all social evils. The writer does not believe that this is entirely true, but education is certainly the most important ingredient in the cure of social evils. Especially is this true of Child Labor. It is because of this belief that the chapter dealing with the needed reforms in Child Labor in Virginia will be entitled "The Challenge to Education".

1. Quotation from letter written by Miss Carrie Farmer, Director of Women and Children's Division of the Labor Department of Virginia.

CHAPTER I

NON-AGRICULTURAL INDUSTRIES AND THE CHILDREN OF VIRGINIA

While Child Labor has been a problem in this country since the coming of the Industrial Era, its aspects and problems today are not the same as they were even a few years ago.

HISTORY "Child Labor means different things at different times in different places. The United States has no Child Labor problem of the kind that is common in China and India today, or that was common at the beginning of the Industrial Era in England, or that characterized the early stages of textile development in New England, or that followed the opening of mills and factories in the South after the Civil War. The employment of children of eight and nine and ten years of age in factories and mines is no longer a commonplace: molds in glass factories are not now built so near the ground that only a small child can crouch beneath their handles to open and close them for the glass blowers: the little "breaker" boy of twelve or so is no longer the common sight he used to be, with face blackened and fingers bleeding from the slate he picked bit by bit from the cataract of coal that day in and day out roared past him down the coal breaker. Children of eleven and twelve and thirteen no longer, as thousands did only twenty years ago, toil in the lint-laden air of the cotton mills ten hours a day or through the long hours of the night. But thousands of children only slightly older do this and many another taxing and disagreeable and dangerous task as well as many a task that makes it impossible for the children to do any of the things that are believed to be essential if they are to come to maturity with the health and vigor unimpaired."¹

The above statement made about the entire United States by one of the White House Conference Committees is equally true of the State of Virginia.

Since 1922² Child Labor has rapidly decreased in Virginia. This has been due mainly to the Child Labor Law and the School Attendance Law. The percentages used in Table No. 1 include children in agriculture, who are not governed by the Child Labor Law. However, these

1. White House Conference in Child Health and Protection--Report of the Sub-Committee on "The Child Laborer in Non-Agricultural Industries" page 1. Published by U. S. Govt. Office, Washington, D. C.
2. Virginia Child Labor Law passed

ANNEX

STATEMENT OF WORKS AND CONDITIONS OF EMPLOYMENT

1. The undersigned hereby certify that the following is a true and correct statement of the works and conditions of employment of the undersigned as of the date hereof.

2. The undersigned hereby certify that the following is a true and correct statement of the works and conditions of employment of the undersigned as of the date hereof.

3. The undersigned hereby certify that the following is a true and correct statement of the works and conditions of employment of the undersigned as of the date hereof.

4. The undersigned hereby certify that the following is a true and correct statement of the works and conditions of employment of the undersigned as of the date hereof.

children are governed by the Compulsory School Attendance Law.¹ It is rather significant to note that there was a more pronounced drop in those ages controlled by both laws. There was also a considerable drop in children 16 and 17 years of age employed.

Table No. 1

Percentage of Child Laborers

In Virginia - 1920 and 1930 Census

	Children 10 - 15	Children 10 - 13	Children 14 - 15	Children 16 - 17
Dates				
1920	8.2	4.0	17.3	39.1
1930	4.6	1.9	10.4	32.3

The employment of these children was not hampered by either law. This drop, therefore, was due to some force other than law enforcement.

This force was probably a combination of three factors.

1. Education (see Chapter III): More and more, through education people are beginning to realize the value of education. Education has also caused people to realize the value of a prolonged period of preparation for life.

2. The Depression: Unemployment which is so prevalent today among adult laborers is even greater among juvenile workers. The average employer employs child labor because it is cheaper--when he can obtain the more efficient adult labor for the same wage, then the child labor is abolished.

1. See Chapter III. In Virginia the Compulsory School Attendance ages are 7-15, which may be changed by local school boards to 8-15.

(1) $\frac{1}{2} \log \frac{1}{2}$ is the entropy of a fair coin, i.e., a coin which is equally likely to come up heads or tails. This is the entropy of a Bernoulli process with $p = \frac{1}{2}$.

$$H(\frac{1}{2}) = -\frac{1}{2} \log \frac{1}{2} - \frac{1}{2} \log \frac{1}{2} = \log 2$$

Entropy of a fair coin is $\log 2$.

Entropy of a biased coin is $H(p)$.

Entropy of a biased coin is $H(p)$.

Entropy of a biased coin is $H(p)$.

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"Whether the trend, which is apparently still continuing downward, will be permanent, it is too early to say. As recently as 1929 the legislation and practices in force were not able to keep down the number of children going to work in the face of an increasing demand for child labor. Unless there is further strengthening of the Child Labor and School Attendance Laws, an increase in employment opportunities will again draw children into industry in large numbers."¹

3. Census: The 1930 census was taken in January and the 1920 census in April, which meant that there were less agricultural child laborers listed in the 1930 census than in the 1920.²

In 1930, while Virginia dropped from 8.2% to 4.6% for children ten to fifteen years of age, Massachusetts dropped from 8.6% to 2.1%, Rhode Island 13.4% to 3.0%, Wisconsin 5.1% to 2.0%, and California 3.0% to 1.1%.

The above percentages include children in agriculture, and the Virginia Law does not regulate agriculture industry.

NON-AGRICULTURAL What industries, other than agriculture do children INDUSTRIES EMPLOYING engage in? Table No. 2 shows the industries engaged in, the number of children in each industry and the per cent of increase of 1930 over 1920.

Table No. 2

Children 10 - 15 Years of Age

Dates	Manfg. and Mech. Ind.	Domes- tic & Person- al Serv	Clerical Occupa- tions	Trans- porta- tion	Ext. of Min- erals	Trade	Others
1920	3,596	2,885	1,157	654	188	1,367	145
1930	1,549	1,721	94	266	33	739	230

1. "Trend of Child Labor in the U. S. 1920-1930" page 2--Reprint from Monthly Labor Review (Dec. 1932) of the Bureau of Labor statistics.
2. See Chapter II. Percentages used on basis of figures obtained from 1920 and 1930 census.

The first of these is the fact that the
 system is not a simple one. It is a
 complex one, and it is not possible to
 describe it in a few words. It is a
 system of many parts, and it is not
 possible to describe it in a few words.

The second of these is the fact that the
 system is not a simple one. It is a
 complex one, and it is not possible to
 describe it in a few words. It is a
 system of many parts, and it is not
 possible to describe it in a few words.

The third of these is the fact that the
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 system of many parts, and it is not
 possible to describe it in a few words.

The fourth of these is the fact that the
 system is not a simple one. It is a
 complex one, and it is not possible to
 describe it in a few words. It is a
 system of many parts, and it is not
 possible to describe it in a few words.

TABLE I

Year	1950	1951	1952	1953	1954	1955
Population	1,000,000	1,100,000	1,200,000	1,300,000	1,400,000	1,500,000
GDP	100,000,000	110,000,000	120,000,000	130,000,000	140,000,000	150,000,000
Unemployment	5%	4%	3%	2%	1%	1%
Inflation	2%	3%	4%	5%	6%	7%
Interest Rate	5%	6%	7%	8%	9%	10%

The fifth of these is the fact that the
 system is not a simple one. It is a
 complex one, and it is not possible to
 describe it in a few words. It is a
 system of many parts, and it is not
 possible to describe it in a few words.

The percentages of increase would run respectively, -56.9, -40.3, -91.9, -59.3, -82.4, -45.9, and +55.6.

The writer tried to find the exact reason for the great drop in clerical occupations without success. The depression may be one of the reasons but the present day "business school" would seem to be a more plausible reason. A few years ago training which is now received in the business school was given in the office. Boys started in as office boys and were advanced as they became more familiar with the industry or profession for which they were working. Today the business school supplies the training needed for clerical work in a more adequate manner and in a shorter time.

It is gratifying to note that the industry having the second largest percentage of decrease was extraction of minerals with a decrease of 8.4%. The Child Labor Law prohibits the employment of children in mining. The first part of Section 13 of the Child Labor Law reads: "No child under 16 years of age shall be employed, permitted, or suffered to work in any mine, quarry, tunnel, excavation work, brick or lumber yard."¹ In 1920 there were 188 children employed in the extraction of minerals and in 1930 there were only 33. However, in 1930 there were seven states (N. H., Mass., Wisconsin, Nebraska, Delaware, District of Columbia, and Nevada) in which no child under sixteen years of age was employed in the excavation of mineral and there were thirty-two states who had less than 33 employed. (Maine, 3; Vermont, 3; Rhode Island, 3; Connecticut, 3; New York, 8; New Jersey, 5; Ohio, 14; Indiana, 10; Illinois, 23; Michigan, 7; Minnesota, 3; Iowa, 11; North Dako-

1. Chapter 489, Section 13 of the Code of Virginia, approved March 27, 1922

ta, 2; South Dakota, 1; Kansas, 9; Maryland, 7; North Carolina, 12; South Carolina, 14; Florida, 25; Mississippi, 5; Arkansas, 12; Louisiana, 6; Oklahoma, 30; Montana, 4; Idaho, 4; Wyoming, 3; Colorado, 20; New Mexico, 16; Arizona, 11; Washington, 1; Utah, 12; Oregon, 2; California, 11). If thirty-nine states can have less than 33 children employed in mining, there is something wrong with the enforcement of the law in Virginia.

At the present time there are six inspectors who not only check up on Child Labor Laws but inspect for other labor laws such as protection for dangerous machinery, sanitary conditions, rest rooms for women, working hours for women, etc. These inspectors make two visits a year to each industry in the state. When one considers the size of Virginia, it is easily seen that with only six inspectors more than two visits per year is impossible, and yet twice a year is certainly not adequate. The obvious answer is more inspectors. The writer was told that this was impossible; the State of Virginia could not incur any additional expense. At the present time, Virginia is spending hundreds of thousands of dollars on road building. The health, happiness, and development of her children should be of more importance to Virginia than good roads.

Domestic and personal service dropped 40.3%. This is another phase of Child Labor which does not come under the Law. It would be almost impossible to enforce the law in domestic service. However, the per cent of decrease here is only slightly lower than that in the other professions. Here again the credit goes primarily to education.

A few years ago, negro children ten to fifteen years of age were hired as kitchen helpers, maids, and baby nurses. Today few people employ kitchen helpers because they are too expensive. Adult maids can be employed as cheaply as children. (In Norfolk, Virginia, one may now employ a maid "to live in" for as little as \$3.50 a week; when the maid "lives out" \$5.00 to \$7.00 is the average wage. In rural districts servants may be employed for much less.) And few modern mothers would trust their young children to the mercies of a twelve year old colored girl.

While Virginia's percentage of decrease in all except one, "other occupation", was great and while she has a right to be proud of her record, at the same time it is well to look at other representative states and compare Virginia with them. (See Table 3.)

Although each of the states compared to Virginia, Massachusetts, and California, have a larger population of children ten to fifteen years of age, Virginia has a greater total percentage of child laborers than either one of them. The fact that the agricultural child laborer is largely responsible for this is not denied, yet at the same time there is only one industry in which all three of the above named states exceed Virginia in the number of children employed, and that is trade. Massachusetts exceeds Virginia in the number of children employed in the manufacturing and mechanical industries, transportation and communication, trade, professional services, and in clerical occupations. Wisconsin exceeds in only one trade. California exceeds in three, trade, professional service, and in clerical occupations.

I am sure that you will find it very interesting to read the account of the life of the late Mr. [Name] who was a very successful business man and a very good friend of the [Name] family. He was born in [Year] and died in [Year]. He was a very successful business man and a very good friend of the [Name] family. He was born in [Year] and died in [Year].

The [Name] family has a long and distinguished history. It was founded by [Name] who was a very successful business man and a very good friend of the [Name] family. He was born in [Year] and died in [Year]. He was a very successful business man and a very good friend of the [Name] family. He was born in [Year] and died in [Year].

States	Total	% of inc. over Vir-	Agr.	% of inc. over Vir-	Eng.	For- estry	% of Ext. of inc.	% of Mfg. & inc.	% of Trans. & Comm.	% of inc. over Vir-	% of Pub inc.	% of Serv inc.	% of Dom. & Pers.	% of inc. ov. Vir-	% of Cle- ri- cal occ	% of inc. over Vir-						
Virginia	14,846		10,104		126		33	1,549	226	839	12	102	1,721		94							
Mass.	9,874	33.5	901	91.1	39	6.9	0	4,766	207.7	340	50.4	1,357	61.7	4	66.7	120	17.6	1,527	11.3	810	761.7	
Wisconsin	6,776	54.4	4,577	54.7	13	87.7	0	322	79.2	96	57.5	840	.1	1	91.7	33	67.6	826	52	68	277.7	
California	5,639	62	1,045	89.6	15	88.1	12	63.6	489	68.4	118	478.2	685	220	9	25	231	126.6	821	52.3	214	127.7

Table # 3

Industries Employing Child Labor
in Massachusetts, Wisconsin, Cali-
fornia and Virginia



STREET TRADES

Apparently there has been no survey made of street trades in any of the Virginia cities. Virginia has a Street Trade Law. Section 15 of the Child Labor Law reads: "No boy under fourteen years of age, and no girl under eighteen years of age shall be employed, permitted or suffered to work in a street or public place in the occupation of peddling, boot-blackening, or distributing or selling newspapers, magazines, periodicals or circulars, which are by law permitted to be distributed and sold, or running errands, or delivering parcels at such time or times between six o'clock A. M. and seven o'clock P. M. in each day that the public schools are in session, provided such a boy procures and carries on his person a badge as hereinafter provided. Such a badge shall be issued by the same person authorized to issue an employment certificate, and upon compliance with all the requirements of an employment certificate. It shall bear a number and on its reverse side shall be signed in the presence of the person issuing it by the child in whose name it is issued, together with the address and date of birth. A deposit of fifty cents shall be made for the use of each badge, to be held by the officer issuing the badge and refunded upon the return thereof."¹

Section 16: "No boy to whom such badge is issued shall transfer it to any person, or be engaged in any of the trades and occupations mentioned in section fifteen without having conspicuously on his person such badge, and he shall exhibit the same upon demand of any police officer, or any Labor Inspector or any other person charged with duty of enforcing the provisions of this act. A complete record of badges

1. Chapter 489--Section 15 of the Code of Virginia--approved March 27, 1922

Table No. 4¹

Street Trades

Street Trade			
Year	Total	Badges	Percentage of Street Trade Badges
1922	3,498	1,846	52.86
1923	4,898	2,078	42.42
1924	4,315	1,860	43.11
1925	3,996	1,918	47.99
1926	3,562	1,517	42.59
1927	2,966	1,242	41.87
1928	2,142	947	44.21
1929	2,204	1,112	50.45
1930	1,547	889	58.11
1931	1,232	784	63.63
1932	818	610	74.57

1. Figures in columns one and two supplied by Bureaus of Labor and Industry in Virginia

10. 10. 1941

Year 1941

Year 1941

10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941
10. 10. 1941	10. 10. 1941	10. 10. 1941	10. 10. 1941

10. 10. 1941

issued and refused, and of the facts relating thereto, shall be kept by the issuing officer. No boy engaged in any of the street trades mentioned in section fifteen shall work more than eight hours in any one day. Nothing herein contained shall be construed to permit the violation of a curfew ordinance of any city or to prevent any boy of twelve years or over from distributing newspapers, magazines or periodicals to regular subscribers at their residences or place of business without securing such badge. All such badges shall expire annually on the first day of January. The color of the badge shall be changed each year."¹

The Law is adequate but what about the enforcement? As was mentioned previously there have been no detailed studies of street trades made in Virginia. Table No. 4 shows the number of street trade badges issued and the per cent of the total which street trade badges occupy.

This table shows only 610 children given badges in 1932. When one considers that Virginia has sixteen cities of over 10,000 population each and many more under that, and then considers the number of newsboys he sees in one city alone, it does not require a survey to realize that many boys are working without badges. To prove the foregoing statement the writer questioned several small newsboys seen on downtown streets in Norfolk, Virginia. The following is the conversation with an eleven year old boy at one of the ferries:

Q. Do you like to sell papers?

A. Yes mam.

Q. How long have you been selling papers?

A. Oh, a long time.

Q. I don't see your badge. Don't you have one?

A. You can't get a badge until you're 12. I'm not old enough yet, so I don't have to have one.

Q. How old are you?

A. Eleven.

Q. Do you sell papers just because you like to?

A. No'm but I have to earn a livin' fer my folks. You have to eat.

There are many other boys in similar circumstances in the city.

Judge Herbert Cochran of the Juvenile Court in Norfolk says that boys in street trades are more likely to be brought before him than boys engaged in any other occupations. As the foreign population in the Virginia cities is relatively small (according to the 1930 Census the total urban population of Virginia was 785,537--of that number only 48,587 were foreign born), the average newsboy is either of negro or native white parentage. Nearly always those of the native white parentage are working because of poverty in the home. Therefore, before the Street Trades Law can be enforced economic security will have to be guaranteed to the home. This is one of the labor problems that not only our nation but all of the world is facing today. We can not at the present time guarantee economic security, but there are certain things which can be done to aid in the better enforcement of this Law. The Industrial Commission of Wisconsin in an open letter to the Boards of Education in the State made two suggestions which Virginia might find of value in solving her problems.

1911-1912

1912-1913

1913-1914

1914-1915

1915-1916

1916-1917

1917-1918

1918-1919

1919-1920

1920-1921

1921-1922

1922-1923

1923-1924

1924-1925

1925-1926

1926-1927

1927-1928

1928-1929

1929-1930

1930-1931

1931-1932

1932-1933

1933-1934

1934-1935

1935-1936

1936-1937

1. "That the Supervisor of Street Trades shall call a meeting of the interested, explain the law to them and instruct them in their duties and obligations. At this meeting, talks may be given by representatives of local organizations whose cooperation in the work has been secured.
2. "That a meeting of the representatives of the newspapers and others who expect to employ boys in street trades, shall be called. At this meeting the penalty for violating the law should be explained as should also the financial liabilities of the employer in case the child is injured while unlawfully employed. The whole plan of administration should be discussed. The cooperation of the employers should be sought in the interest of the children and the fair name of the community. The Head of the Police Department should be invited to attend this meeting and all parties interested should join in requesting him to instruct his force to pick up any boy found in a street trade without his badge. The parents and employers of such boys should be notified that a repetition of the offense will be followed by a prosecution."¹

DANGEROUS It has been found that the juvenile is more likely to be
AND
HAZARDOUS injured than the adult worker, therefore, many states pro-
OCCUPATIONS hibit children from certain dangerous and hazardous in-

dustries. This list includes not only physically hazardous but moral
hazardous as well. It is recognized that a moral injury may be even
more serious than a physical one.

The Virginia Law states that, "No minor under 16 shall operate, assist in operating any dangerous machinery, oil or assist in oiling, wiping or cleaning any such machinery; nor shall they be employed in any capacity in preparing any composition in which dangerous or poisonous chemicals are used; and they shall not be employed in any capacity in the manufacturing of paints, colors, or white leads; and no boy under sixteen and no girl under eighteen years shall be employed, permitted or suffered to work in any retail cigar or tobacco store, or in any theater, concert hall, pool hall, bowling alley, or any place of amusement, or in any hotel, restaurant, steam laundry, or in any passenger or freight elevator."¹

Mr. Furlow, Assistant Commissioner of Labor of Virginia feels that this section of the Law is very well enforced. He admitted however that there were a few violations of this Law. The inspectors try

1. Chapter 489--Section 13 of the Code of Virginia--approved March 27,
1922

to find these and the employer if he knowingly employed the minor, is prosecuted by the Juvenile Court.

Massachusetts, Wisconsin, and California, have similar laws. As Wisconsin apparently has a better enforcement machine, it is quite probable that her law is better enforced than that of the other states.

WORKMEN'S In such a paper as this one, the subject of "Workmen's
COMPENSATION Compensation" for both the lawfully and unlawfully em-
FOR THE JU- ployed child must have a place. All lawfully employed
VENILE children enjoy the same privileges that an adult would
under the Workmen's Compensation Law of Virginia. In regard to the un-
lawfully employed children:

"Virginia not only requires the employer of the illegally employed minor to pay compensation as in the case of a legally employed minor, but expressly provides that in addition he may be sued at law under certain conditions, although suits at law are not permitted as a general rule under the Workmen's Compensation Act if both the employer and the employee are subject to the Compensation Act and have complied with its provisions. In Virginia the Act expressly reserves to the parents of a minor the right to sue the employer for loss of the child's services if he has knowingly and willfully employed the minor in violation of law."¹

North Dakota is the only other state that has a compensation law similar to the one Virginia has. California and Massachusetts both allow illegally employed children to receive the same compensation that the legally employed children do. In neither of the states is the illegally employed child allowed any extra compensation. Wisconsin "provides that in the case of illegally employed children larger compensations shall be paid than in the case of injuries to the legally employed."²

While Virginia's law is better than that of some of the states

1. The Illegally Employed Minor and the Workmen's Compensation Law, page 16. Published by the Children's Bureau, Washington, D. C. Publication No. 214
2. Ibid

1. The first part of the report is devoted to a general survey of the situation in the country.

2. The second part of the report is devoted to a detailed analysis of the economic situation.

3. The third part of the report is devoted to a detailed analysis of the social situation.

4. The fourth part of the report is devoted to a detailed analysis of the political situation.

5. The fifth part of the report is devoted to a detailed analysis of the cultural situation.

6. The sixth part of the report is devoted to a detailed analysis of the international situation.

7. The seventh part of the report is devoted to a detailed analysis of the future prospects.

8. The eighth part of the report is devoted to a detailed analysis of the conclusions.

9. The ninth part of the report is devoted to a detailed analysis of the recommendations.

10. The tenth part of the report is devoted to a detailed analysis of the annexes.

11. The eleventh part of the report is devoted to a detailed analysis of the bibliography.

12. The twelfth part of the report is devoted to a detailed analysis of the index.

13. The thirteenth part of the report is devoted to a detailed analysis of the appendixes.

14. The fourteenth part of the report is devoted to a detailed analysis of the references.

it is hoped that in time she will improve her law so that injured illegally employed children will receive extra compensation without recourse to the courts.

and further will mean that we shall be able to find out
very much more about the way in which the human mind
works.

CHAPTER II

CHILD LABOR IN AGRICULTURAL VIRGINIA

Since that hardy little band of English people first landed on the island of Jamestown, Virginia in the spring of 1607, agriculture has been the primary industry in the Old Dominion. It is true that of late years many textile and other factories have moved South to the raw materials. Manufacturing industry has thus a foothold in the economic life of Virginia. However, the Agricultural situation is still such a vital part of our existence that we must consider very carefully its relationship to Child Labor.

LEGAL Unfortunately the Virginia Law does not provide for any su-
ASPECT pervision of children in agricultural industries. Section I of the Child Labor Law provides, "No child under fourteen years of age shall be employed, permitted, or suffered to work in, about, or in connection with any gainful occupation, other than work on farms, orchards, and in gardens."¹

This last clause definitely takes away from the Agricultural Child Laborer all of the further benefits of the Law. Virginia is not the only state which has the agricultural loop hole.

"Most Child Labor laws do not apply to the employment of children in agriculture. While the child labor laws forbid the employment of children in any occupation during school hours, this provision, which merely strengthens the provision of the school attendance laws, usually does not include agricultural work. In a few states other regulations relating to hours, work, permits, etc., which apply to "any gainful occupation" or "any place of labor" and do not specifically exclude agriculture, might be construed to cover agricultural employment. But the administrative difficulties of applying to farm work as system of regulations adapted primarily to the control of child labor in industrial and commercial establishments are so great that these provisions are not usually enforced for children engaged in agricultural pursuits."²

Only two states have specific regulations on Child Labor in agri-

1. Chapter 489, Section 1 of the Code of Virginia, Approved March 27, 1922.
2. White House Conference on Child Health and Protection--Report of the Sub-Committee on "The Employment of Children in Agriculture" page 93. Washington, D. C.

THE HISTORY OF THE
CITY OF BOSTON

The first settlement in Boston was made by a party of Englishmen, who arrived in the year 1630, under the command of Mr. John Winthrop. They were accompanied by a large number of women and children, and they founded a city which has since become one of the most important in the New England.

The city of Boston was founded on the 17th of March, 1630, and it has since that time been one of the most important cities in the New England. It has been the seat of many of the most important events in the history of the United States.

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culture. They are Wisconsin and Nebraska. The State of Wisconsin has established a forty-four hour week and an eight-hour day for Child Laborers in the best field.

Let us consider Massachusetts, a state whose only agricultural legislation is through the school attendance law, and the law has been so made that certain children may be deprived of education during the farming season. For example on Cape Cod the schools do not open until after the cranberry crop is harvested in the fall. Without recourse to legislative action, however, Massachusetts has attempted to correct one of her evils in agriculture. For some time both Massachusetts and Connecticut have been severely criticized for the Child Labor situation in the tobacco fields of the Connecticut Valley. In July, 1932, Representatives of the Connecticut and of the Massachusetts Child Labor Committees met with Representatives of the Tobacco Growers in Springfield, Massachusetts. The Conference accomplished little. At a later conference, however, held in December at Hartford, Connecticut, the Tobacco Growers signed an agreement to abide by the present Child Labor Laws in Massachusetts and Connecticut and to allow the Inspectors to come into the tobacco fields and enforce the law. Mr. Parson's Secretary of the Child Labor Committee in Massachusetts said the Committee hoped that this would solve the Agricultural Child Labor problem in the Connecticut Valley, and that further legislative action would be unnecessary.

With the exception of the "School Attendance Law", Virginia seems to have assumed the policy of "hands off" in regard to the

agricultural situation. The State of Virginia has accepted the layman's point of view in regard to this problem. They feel that farm labor is out of door work and, therefore, healthy. They will tell you that the average child working on the farm is working for his parents and that the state has not the right to interfere between parent and child.

A BIRDS EYE

VIEW OF THE

SITUATION

IN

VIRGINIA

We must realize that agriculture is fast becoming industrialized, that the child is being hired by outsiders, that the hours are long, and the work overly strenuous.

"As a matter of fact, agriculture in several respects presents the most serious Child Labor problem at the present time."¹

It involves more children than all of the other industries put together. In the 1929 census, Virginia had fifteen thousand five hundred and one children between the ages of ten and fifteen years engaged in agriculture. This meant that five per cent of the entire population of children 10 - (see following page)

1. The White House Conference Report "The Employment of Children in Agriculture" page 1

15 years of age in Virginia were engaged in gainful occupations on the farms.

It is true that 11 other states had greater percentages: ¹ still this does not alter the seriousness of the situation in Virginia.

The 1930 census showed that there were 469,497 child workers in agriculture in the United States. This meant that 70.4% of all the children between the ages of 10 and 15 employed were in agriculture. Manufacturing and mechanical industries which follow next in line employ only 10.2% of the total. Table No. 5 shows the 1930 census figures for Virginia. The 1930 census figures also show that 68.07% of all the children gainfully employed in Virginia are in agriculture. The great drop ² in the 1930 census might lead one to the conclusion that Child Labor on the farm is gradually declining and that the continued enforcement of the School Attendance Law will gradually fade out.

Table No. 5
Children 10 - 15 Years of Age ³ Employed in Agriculture
in Virginia

	Total	Percentage of entire popula- tion 10 - 15 employed	Male	Female
Entire Population	320,069			
All occupations	14,846	4.6	11,712	3,134
Agriculture	10,104	3.15	8,934	1,170

(1) Alabama, Georgia, Texas, Mississippi, South Carolina, North Carolina, Arkansas, Tennessee, Louisiana, Kentucky, and Oklahoma.

(2) Figures obtained from 1930 census

(3) Drop 1.85%

However, there are several reasons for this sudden drop; all of which are not permanent.

1. The census in 1920 was taken in April during the spring planting, when there were many at work on the farms. The 1930 census was taken in January, when farm labor was at its lowest ebb, especially for the Juvenile worker.
2. The Economic Depression: Although the "Depression" had not reached its peak in 1930, it was being felt in all fields of labor, and laborers, who in the boom years of '27 and '28 had found work in the city, were slowly returning to the farms. With an adequate supply of adult labor, the demand for child labor decreased.
3. The Compulsory School Attendance: This law is being enforced better every year. This enforcement is not entirely due to better "School Attendance Officers" The improvement is due, in part, to a better educated adult population, on the subject of the value of education.

The only one of the three named reasons which has any permanent value is the last named, and even that has "loop holes" which should be disposed of. The Economic Depression, while it reduces the demand for Child Labor, by increasing the supply of adult labor, lowers the wages of adult labor and in many cases makes Child Labor an economic

1. The first thing I noticed when I stepped out of the car was the cold air.

It was a crisp, clear day, and the sun was shining brightly. The trees were bare, and the ground was covered in a thin layer of snow. I took a deep breath and felt a sense of peace.

As I walked down the path, I noticed a small stream flowing gently. The water was clear, and I could see the rocks at the bottom. The sound of the water was soothing, and it made me feel like I was in a different world.

I continued to walk, and the path led me to a small clearing. In the center of the clearing was a large, old tree. The tree was covered in snow, and its branches were bare. I stood in front of the tree and felt a sense of awe.

The tree was so old, I could imagine it being there for centuries. It was a witness to many things, and it had seen so much. I felt like I was standing in the presence of something great. The snow was still falling, and the air was so cold. I shivered, but I didn't mind. I was in the middle of nature, and that was exactly where I needed to be.

necessity. Especially is this true in agriculture. The farmer might like to keep his children in school, but the prices of raw materials are so low that he cannot afford to hire outside labor, so the child leaves school.

In the South, the majority of farm laborers are negroes, During these days of low wages and scarcity of work, they are in many cases finding it necessary to start the child to work at the earliest time possible. During the spring entire families of negroes leave the various urban districts and go into the country for the berry season, from there they go on to the potato fields. I, myself, have seen hundreds of them at the Pennsylvania dock waiting for a boat to take them to Cape Charles, Virginia ¹. During the past few years the local School Authorities have put on various campaigns to try to retain the children in school. So far they have been rather successful ². It is doubtful whether they will meet with that success this year. There are no jobs in the city. Food is scarce ³. The roving disposition of the negro combined with these conditions will make it almost impossible to hold them, once spring arrives.

Before Child Labor evils can be remedied, we must have economic security in the home. A minimum wage for women and children, such as Miss Frances Perkins, Secretary of Labor, is now advocating, will no doubt be of aid in obtaining this security.

(1) Cape Charles is on the Eastern Shore, one of the largest potato growing sections in the country.

(2) Interview with Miss Haller, Secretary of the Superintendent of Schools, City of Norfolk

(3) Many of the negroes have been on R.F.C. work this winter and as this has now ended it has in many instances thrown back on "old or relief"

SCHOOL The School Attendance Law contains weaknesses that
ATTENDANCE should be abolished, for instance, the Compulsory
LAW School Attendance Law does not state the length of
 the school term. That is left in part to the dis-
 cretion of the local school boards ^{1.} In agricultural districts the
term is shorter in order that the children may work on the farm. In
some sections children may be excused from school to participate in
farm labor. The child in the agricultural districts should receive
the same "public school education" as his urban brother receives,
therefore these weaknesses should be abolished throughout the State.

CHILD LABOR It is rather helpful to note the kinds of work done
ON NORFOLK by the children on Norfolk truck farms ² . The
TRUCK FARMS Children's Bureau found children doing the following
types of work:

1. Preparation of the soil
2. Cultivation of crops
3. Harvesting
4. Other odd jobs on parsley, carrots,
lettuce, cabbage fields, etc.

Table No. 6 shows the ages of the children doing each specific
kind of work, and Table No. 7 shows the length of time each child
was employed.

The earnings of these children were pitifully small.

"More than half of the 452 children reporting their
earnings had received for their work less than ten
cents an hour". ^{3.}

1. Minimum of seven months is fixed by law.
2. Study made of work in Norfolk truck farms takes in five counties, which
make "one of the most intensive truck-farming centers in the United
States."
3. Child Labor and Work of Mothers on Norfolk Truck Farms" Children Bureau,
publication, page 17

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Table No. 6

Ages of Children Doing Each Specified Kind of Field Work

Kind of field work	total	Children 16 years of age doing each specified kind of field work											
		Under 8 yrs.		8 yrs. under 10		10 yrs. under 12		12 yrs. under 14		14 yrs. under 16		ages not reported	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total General	895	82	9.2	153	17.1	219	24.5	250	27.9	183	20.4	8	0.9
Plowing	75			1	1.3	13	17.3	32	42.7	27	36.0	2	2.7
Harrowing	55			1	1.8	10	18.2	25	45.5	17	30.9	2	3.6
Cultivating	39			2		8		13		14		2	
Weeding	46	1		6		12		16		9		2	
Hoeing	105			7	6.7	19	18.1	32	30.5	45	42.9	2	1.9
Thinning	42	2		4		8		16		12			
Spooning Kale Spinach	133	2	1.5	14	10.5	34	25.6	47	35.3	34	25.6	2	1.5
Planting	65			5	7.7	10	15.4	22	33.8	28	43.1		
Transplanting	89	1	1.1	4	4.5	17	19.1	24	27.0	41	46.1	2	2.2
Harvesting													
Strawberries	761	67	8.8	123	16.2	191	25.1	222	29.2	155	20.4	3	.4
Beans	565	52	9.2	82	14.5	138	24.4	167	29.6	119	21.1	7	1.2
Peas	236	18	7.6	43	18.2	63	26.7	67	28.4	45	19.1		
Cucumbers	56	1	1.8	8	14.3	10	17.9	17	30.4	18	32.1	2	3.6
Tomatoes	30			1		10		7		12			
Melons	10					1		6		3			
Kale or Spinach	184	6	3.3	25	13.6	38	20.7	65	35.3	48	26.1	2	1.1
Radishes	217	9	4.1	26	12.0	61	28.1	70	32.3	49	22.6	2	.9
Beets	91	3	3.3	11	12.1	26	28.6	28	30.8	23	25.3		
Potatoes	407	27	6.6	64	15.7	104	25.6	132	32.4	77	18.9	3	.7
Sweet Potatoes	33			4		11		8		8		2	

1. Percent not shown where base is less than 50

2. Gatherings only

Child Labor and the Work of Mothers on Norfolk Truck Farms

The earnings, especially of the younger children, seem a meager return for the hours of labor, the physical strain of constant stooping, the exposure to heat and dampness, and for many the loss of time in school, that the work entailed. The State aims through its Child Labor Law to prevent such a sacrifice of the children's welfare in most occupations. But under the State Child Labor Law as amended in 1922, as well as the one in effect at the time of the study (1921), no restrictions whatever were placed upon the work of children on farms except such restrictions as were imposed by the compulsory school attendance laws. Four-fifths of the children reported as doing farm work in the districts where the study was made were under fourteen years of age, the minimum for occupation covered by the Child Labor Law: one half the farm-working children were under twelve¹. . . . When we consider that the average adult, who in 1923² was making \$2.50 per day, is making today 75¢ to \$1.25, it is easily seen that the situation is even worse for the fewer children who will be working this year.

There are remedies for this situation; probably the most important one is the enforcement of the school attendance law. This is not as easy as it may first appear. The School Attendance Law is enforced in the city, it is enforced in the country, but the difficulty lies in the migrating of the negro families from the city to the farm. The negroes look forward to the time when they

1. "Child Labor and Work of Mothers on Norfolk Truck Farms"
Children's Bureau, page 17
2. Ibid.

can go to the berry fields, potato fields, etc. I have known many to give up good jobs for this uncertain form of labor. When the adult goes, the entire family goes. City school authorities have no power to prevent this wholesale migration; neither has the county the facilities with which to take care of these migratory children. The Norfolk School Board has attempted to remedy this evil by conducting a "Stay in School Campaign" early in the winter. Through this campaign they try to teach the adult the value of an education, and try to create in the child the desire for education. According to Miss Haller, Secretary to the Superintendent of Schools, their campaign has so far been very successfull - and fewer and fewer children have been dropping out in the spring to go to the farms.

From studies made of agricultural workers on Norfolk Truck Farms, it was found that the mother was the sole support in one family out of every five. You can realize that in these cases it was almost necessary that the children should help despite an almost negligible wage. Since 1921, Virginia has passed a Mother's Aid Bill¹. Funds have been so depleted, however, that this Law is of little practical value. It is hoped that in the future Virginia will have a fund with which to aid mothers who have dependent children.

Work on truck farms is not the only agricultural labor engaged in by Virginian children. Children are engaged in work in the

1. Section 1935-1 of the Code of Virginia - 1924-1 G.L.
Chapter 488, Acts 1922

Table No. 7

Duration of Field Work Performed by Children on Truck Farms by Age of Child

Children under 16 years who did field work for specified period

		Regular Worker						Irregular Worker						
		1 less total	2 mo. than	4 mos. less	8 mos. less	12 mos. total	4 less total	8 mos. less	12 mos. total	not reported				
Total	895	337	151	99	39	14	14	654	124	68	29	9	18	117
Under 6 years	9	4	4					8	1		1			
6 years														
Under 8 years	73	43	13	4				60	7	6	1			6
8 years														
Under 10 years	153	77	24	14	7	2		124	17	12	1	2	2	12
10 years														
Under 12 years	219	89	38	26	10	3		166	25	13	7	1	4	28
12 years														
Under 14 years	250	69	51	26	9	4		166	45	24	12	2	7	39
14 years														
Under 16 years	84	50	20	29	12	5		7	123	29	13	7	4	5
16 years														
Not reported	7	5	1		1			7						

Child Labor and the Work of Mothers on Norfolk Truck Farms

tobacco, cotton, potato, and peanut fields as well as in the various orchards throughout the State. The only study available concerning the children in these fields is "Child Labor in Representative Tobacco-Growing Areas". And the only study made in Virginia for that publication embraced only one county¹. It seems hardly fair to generalize for the entire State from figures obtained from the survey of one county. However, it is justifiable to assume that conditions in regard to Child Labor on the large plantations are not any better than they are on the Norfolk Truck Farms.

It is to be hoped that in the not far distant future that the people of Virginia and her sister states will recognize the fact that the Agricultural Child Laborer has the right to the same protection and privilege afforded children in other occupations.

1. Halifax County - Virginia has 100 counties

CHAPTER III

THE CHALLENGE TO EDUCATION

LEGAL REGULATIONS There is a close correlation between the
OF Child Labor Law and the School Attendance
SCHOOL ATTENDANCE Law. In Virginia the School Attendance
 Officer is usually the one who issues the
employment certificates. While children are allowed to go to
work at the age of fourteen (with certificates), the Compulsory
School Attendance Law requires them to attend school from seven
until fifteen years of age ¹. Thus it is seen that the time
children fourteen years of age may not legally be employed during
the time school is in session. Although the Compulsory School
Attendance law does not state the length of the school term,
Virginia does not have a minimum school term length; it is seven
months. It is well known in Virginia that the school term in the
larger urban centers such as Norfolk and Richmond, is much longer
than the term in smaller communities. The law states that the
minimum term shall be seven months. Many of the urban communities
avail themselves of this clause and the term in these schools is
usually from October through April - those months when the child is
not needed on the farm. The National Child Labor Committee advocates
a minimum term of nine months. This should be uniform throughout
the state.

"Virginia's record on school attendance is very low in
spite of a fairly good school attendance law. The dif-
ficulty here is that when the present school attendance

1. This may be changed by the local board to 8-16 years of age.

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law was passed in 1928 it carried a provision that counties and cities without adequate buildings were allowed two years before the law became effective and were allowed a longer time with the consent of the State Board of Education. We have been informed that little has been done to urge counties to comply with the present school attendance law".¹

In Wisconsin "attendance is compulsory for the entire session in cities of the first class, eight months in any other city, six months in any town or village for children between seven and sixteen years of age, unless they have completed the eighth grade, or unless fourteen and employed. The minimum length of the school term prescribed by law is eight months".²

Although Wisconsin in some respects has a better law than Virginia, it is not one we should use as a model, because notwithstanding the fact that the minimum term length is eight months - compulsory attendance in some sections is for only six months. In Virginia compulsory attendance is for the entire term that school is in session; which means a minimum of seven months for every child in the State.

Wisconsin provides continuation schools for children in industry who have not completed the high school. Attendance at these schools for minors, fourteen to eighteen years of age, is compulsory. Virginia has no continuation schools.

Both California and Massachusetts have a minimum school term of eight months and school attendance is compulsory for the entire term for minors of seven to sixteen years of age, unless fourteen and employed. Massachusetts and California both provide continuation schools and made their attendance compulsory. Massachusetts however, goes a little further than any of the states and makes

1. Letter from Miss Gertrude Folks Zimand, Director of Research and Publicity, National Child Labor Committee, New York City.
2. Child Labor and Child Labor Facts - National Child Labor Committee

attendance at night school compulsory for all employed minors sixteen to twenty-one years of age who have not completed the sixth grade.

Suggested remedies for Virginia's Law would be:

1. A uniform nine month term for the entire State
2. The provision of continuation school and compulsory attendance of minors fourteen to eighteen who have not completed high school, and minors under twenty-one who have not completed the eighth grade.
3. The prohibiting of minors under sixteen from leaving school to enter industry unless they have finished high school.

ILLITERACY The Table No. 8 on the opposite page shows the
AND trend in illiteracy and Child Labor in the United
CHILD LABOR States. It is rather significant to note that the
 majority of states having high percentage in one have
a high percentage in the other. It is usually the uneducated man or
woman who advocated Child Labor. In 1930, 13.3% of Virginia's population were illiterate ¹. At the present time the Department of
Education is engaged in a very definite program ² which it is hoped
will eliminate illiteracy from Virginia. It is the belief of the
writer that the abolition of illiteracy will have to take place
before we can have the Utopian Child Labor Regulations.

1. Only eight other states had a larger percentage of illiterates
2. Details of this program may be obtained by writing to the State Department of Education in Richmond, Virginia

Table No. 8

Trends in Illiteracy and Child Labor

States	Population 10 years of age and over 1930	Number of illiterates in 1930	Per cent of population 10 yrs. of age and ov- er who were illiterate in	Dec. in ages 10-18 years in 1930	Population ages 10-18 in 1930	No. of chln. ages 10- 18 gain- fully oc- cupied	Per cent of population ages 10-18 years, gain- fully occu- pled in	Decrease in per cent of popula- tion D- 18 yrs. gainful- ly occu- 1920-13		
United States	98,723,447	4,283,753	6.0	4.3	1.7	18,486,592	2,092,288	17.0	11.3	5.7
Alabama	2,000,653	251,095	16.1	12.6	3.5	485,652	116,667	29.7	24.0	5.7
Arizona	335,029	33,969	15.3	10.1	5.2	66,761	5,595	12.3	8.4	3.9
Arkansas	1,419,945	96,818	9.4	6.8	2.6	334,220	57,318	23.3	17.1	6.2
California	4,806,490	124,810	3.3	2.6	0.7	673,830	31,195	10.8	4.6	6.2
Colorado	835,341	23,141	3.2	2.8	0.4	155,968	13,315	11.0	8.5	2.5
Connecticut	1,321,474	59,874	6.2	4.5	1.7	250,243	32,129	20.8	12.8	8.0
Delaware	196,776	7,805	5.9	4.0	1.9	35,289	3,480	15.9	9.9	6.0
District of Col.	418,941	6,611	2.8	1.6	1.2	52,480	3,855	16.9	7.3	9.6
Florida	1,174,252	83,242	9.6	7.1	2.5	226,319	29,587	15.8	13.1	2.7
Georgia	2,238,192	210,736	15.3	9.4	5.9	540,813	121,408	26.9	22.4	4.5
Idaho	349,148	3,743	1.5	1.1	0.4	77,131	4,624	7.8	6.0	1.8
Illinois	6,333,046	153,507	3.4	2.4	1.1	1,088,533	95,780	16.0	8.8	7.2
Indiana	2,638,556	43,721	2.2	1.7	0.5	468,636	31,404	14.2	6.7	7.5
Iowa	2,007,699	15,879	1.1	0.8	0.3	371,777	28,236	9.9	7.6	2.3
Kansas	1,519,562	18,680	1.6	1.2	0.4	286,121	19,407	9.4	6.8	2.6
Kentucky	2,005,492	131,545	8.4	6.6	1.8	436,832	48,997	15.1	11.2	3.9
Louisiana	1,622,868	219,750	21.9	13.5	8.4	358,131	59,455	19.3	16.6	2.7
Maine	642,595	17,172	3.3	2.7	0.6	116,069	8,141	11.8	7.0	4.8
Maryland	1,324,241	49,910	5.6	3.8	1.8	239,906	30,656	19.0	12.8	6.2
Massachusetts	3,509,317	124,158	4.7	3.5	1.2	609,039	60,524	20.3	9.9	10.4
Michigan	3,891,914	76,800	3.0	2.0	1.0	708,087	47,967	3.5	6.8	6.7
Minnesota	2,076,201	26,302	1.8	1.3	0.5	400,339	31,145	10.8	7.8	3.0
Mississippi	1,526,128	199,761	17.2	13.1	4.1	363,750	111,073	30.2	30.5	+0.3
Missouri	2,984,368	67,905	3.0	2.3	0.7	43,836	3,934	14.0	9.0	5.0
Montana	434,351	7,303	2.3	1.7	0.6	87,357	5,673	7.5	6.5	1.0
Nebraska	1,106,139	12,725	1.4	1.2	0.2	216,161	16,285	9.6	7.5	2.1
Nevada	76,085	3,330	5.9	4.4	1.5	11,157	593	7.9	5.3	2.6
New Hampshire	302,400	10,231	4.4	2.7	1.7	65,698	5,852	15.0	8.9	6.1
New Jersey	3,330,748	128,022	5.1	3.8	1.3	604,356	75,779	20.4	12.5	7.9

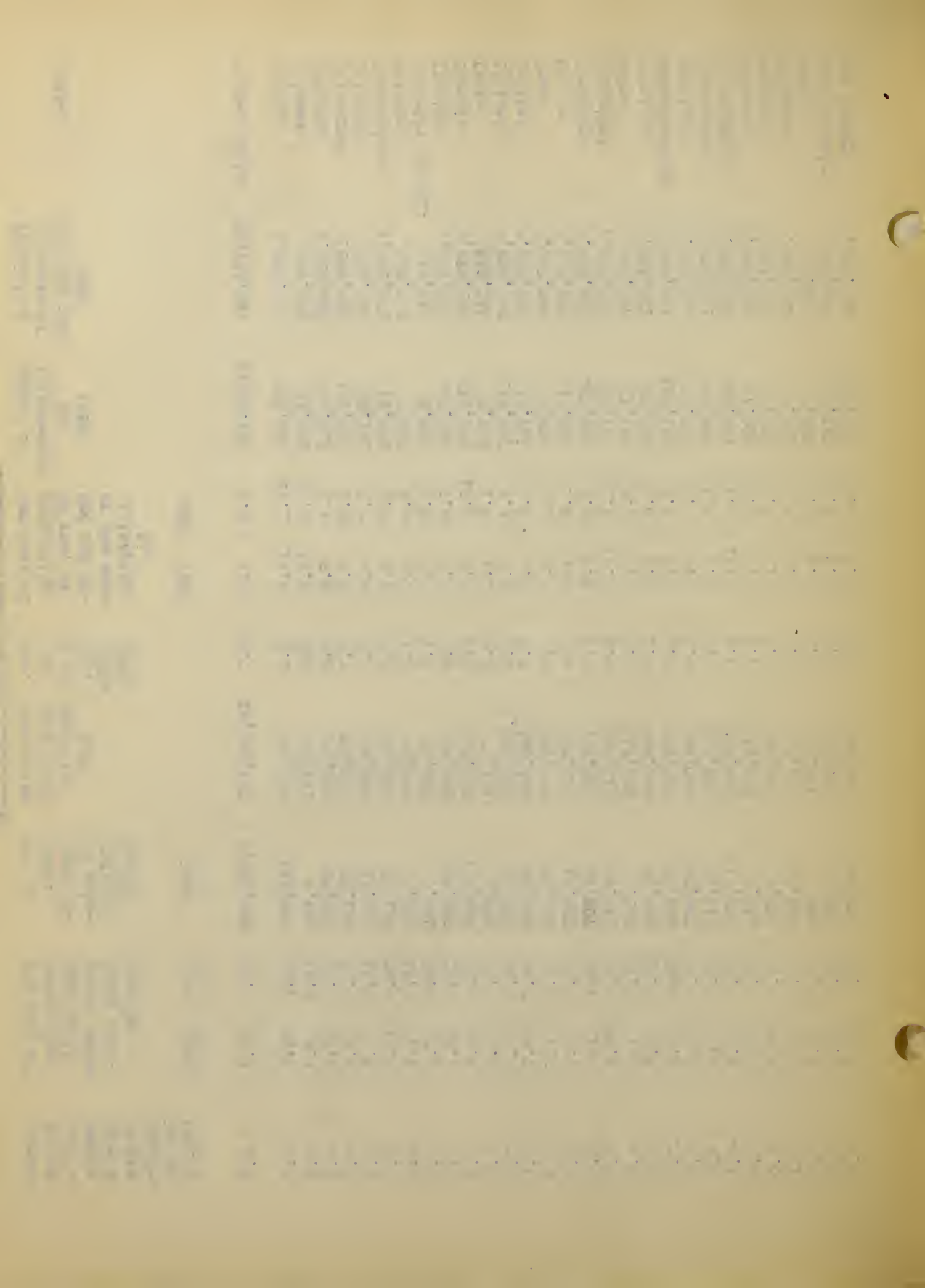


Table No. 8, Cont'd

New Mexico	314,370	41,845	15.6	13.3	2.3	72,230	5,920	9.5	8.2	1.3
New York	10,513,933	338,883	5.1	3.7	1.4	1,707,967	174,359	17.9	10.2	7.7
North Carolina	2,352,014	236,261	13.1	10.0	3.1	603,205	111,897	23.0	18.6	4.4
North Dakota	527,000	7,814	2.1	1.5	0.6	125,891	10,036	7.9	8.0	+0.1
Ohio	5,434,261	123,804	2.8	2.3	0.5	960,282	58,097	12.4	6.0	6.4
Oklahoma	1,845,657	51,102	3.8	2.8	1.0	409,488	31,796	12.6	7.8	4.8
Oregon	803,408	7,814	1.5	1.0	0.5	132,659	9,530	9.5	7.2	2.3
Pennsylvania	7,731,060	240,323	4.6	3.1	1.5	1545,457	156,351	17.3	10.1	7.2
Rhode Island	560,253	26,536	6.5	4.9	1.6	102,269	16,144	28.1	15.8	12.3
South Carolina	1,292,939	192,878	18.1	14.9	3.2	351,297	92,447	50.7	26.3	4.4
South Dakota	543,564	6,763	1.7	1.2	0.5	117,516	8,478	8.7	7.2	1.5
Tennessee	2,028,109	145,460	10.3	7.2	3.1	445,544	62,918	18.4	14.1	4.3
Texas	4,547,987	308,121	8.3	6.8	1.5	962,276	125,744	18.0	13.1	4.9
Utah	386,347	4,640	1.9	1.2	0.7	91,447	4,938	9.1	5.4	3.7
Vermont	261,614	6,299	3.0	2.2	0.8	52,798	4,494	12.1	8.5	3.6
Virginia	1,872,838	162,588	11.2	8.7	2.5	424,570	48,641	15.4	11.5	3.9
Washington	1,312,529	13,458	1.7	1.0	0.7	221,015	12,246	10.3	5.5	4.8
West Virginia	1,301,752	62,492	6.4	4.8	1.6	299,870	20,707	11.0	6.9	4.1
Wisconsin	2,376,424	44,232	2.4	1.9	0.5	452,622	35,183	13.9	7.8	6.1
Wyoming	178,973	2,895	2.1	1.6	0.5	33,698	2,288	9.0	6.8	2.2

The Journal of the National Education
Association

THE CALL Why do children leave school and go to work? The
OF Children's Bureau Publication "Child Labor Facts and
INDUSTRY Figures" have listed all of the arguments used by the
 child, the parent, the teacher, and the employer in
advocating child labor.

"The child is eager to go to work because his friends are at work, because he wishes to be independent, and because he is attracted by the feeling of adventure and freedom which entrance into industry brings.

"He is too immature to have a definite ambition, too ignorant of industrial conditions to foresee the future that awaits the untrained worker, and too unacquainted with fields of work where education counts to understand its value. When, if ever, the importance of education is realized, the opportunity has usually gone by.

"The parent in many cases went to work as soon as the law allowed, and without weighing the matter at all expects his child to do the same.

"Some parents believe that it is good for the children to go to work young and that while they are in School they are not learning anything "practical". The tardiness of the school in adapting the content and method of education to fit different types of ability has probably contributed to this point of view.

"Even parents who realize dimly the value of education are not sufficiently impressed with its importance to make the effort required to keep children in school against their will.

"Some parents look upon the child as an economic asset.

"Many employers who themselves entered industry at an early age are sincere in their belief that premature labor does the child no harm. They are likely to consider isolated cases in which no apparent harm was done as typical, when as a matter of course they are exceptional.

"Some are too shortsighted to see the economic and social waste involved as long as a supply of cheap labor is available for immediate needs. Some, however, refuse to use the child

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labor because of its cost to industry.

"Experience has shown that industries employing children are not injured when child labor is no longer available. Moreover, if any industry can not exist without child labor, it has no right to exist, for child labor is too costly to society.

"Some teachers are ignorant of conditions in the business and industrial world.

"Teachers in close contact with the child who is a misfit in the schools frequently believe that such a child can not profit by an education, unaware that a solution may be found in reorganization of the educational system.

"The public is in many cases pre-occupied, indifferent, or blinded by selfish interest. It needs to be aroused to the dangers to society as a whole and to industry in particular, as well as to individuals, in premature child labor." ¹

Not-with-standing the many arguments listed above, we must realize that many children who leave school and go to work do so because both they and their family believe that the labor of the child is an economic necessity. When a child leaves school and goes to work it does not necessarily mean that the family will starve if the child does not work. Usually it means that the standard of living of the family will be lowered and there are many who have not the vision to see the benefits in the future that will result by keeping the child in school. Many of us still believe that "a bird in the hand is worth two in the bush". In other words a few dollars now is worth more to many than a great many dollars in the future. In some respects the schools are to blame for this attitude. Too often the schools try to establish the same standard of living on the east side that is in vogue on the west side. This would be

all right if the east side could afford it but as they can't they become dissatisfied and give up future benefits for the pleasure of achieving this desired standard in the present. The school should teach the child to make the most that he can from that which he has. To illustrate the above: while making a home visit on a charity client this winter, the writer found the mother greatly disturbed because the little girl had come home with request from the teacher for money to buy a certain magazine. As the child had been on the free lunch list for some time, the teacher should have known that the mother did not have the necessary money. The visitor advised the mother to write to the teacher, explaining to her the financial situation of the family. The teacher replied that others brought their money and she could see no reason to excuse this particular child.

WHAT IS WRONG Why do children become dissatisfied with school? Is
WITH THE it the fault of the child? No. Too many schools
SCHOOLS? try to fit every child into the same mold. Children
 are individuals and should be treated as such. The
school should be for the child and not the child for the school.

"Every individual needs preparation for his vocation as as a means of service, a method of exercising his creative ability, a way of sharing responsibility, and a means of securing income for himself and dependents. Work, a place of one's own, is a badge of citizenship and service to the state. The committee recommends that the public or society as a whole assume the responsibility for seeing that adequate vocational preparation is provided for all young people and that society's established agency - the public school system - be given the leadership in discharging this obligation." ¹

1. Vocational Guidance Recommendations of the White House, Conference on Child Health and Protection, p.5, Reprint from the Monthly Labor Review, Jan. 1932, Pub. by Children's Bureau, Washington, D.C.

At the present time the Virginian schools are not giving adequate vocational preparation. It is true that the urban schools have commercial courses, manual training for the boys, and home economics for the girls, and some shops, but even in the urban schools nearly all of the attention is given to the academic and general courses, neither of which are of great practical value in earning a livelihood upon the completion of the high school. If the child is to remain in school the school must supply the training that the child needs. In Boston, Massachusetts, there is a trade school. The writer knows little of the work of this school but this school provides the child with some definite vocation it is fulfilling the purpose of the public schools. The public schools should be for the masses, not for the privileged few. The privileged few go to college while the masses become bricklayers, carpenters, plumbers, machinists, steamfitters, stenographers, sales girls, waitresses, etc. The public school offers courses to the boy or girl who is going to college, but have you ever heard of a course in a public high school which taught a girl the trade of being a waitress? A few years ago, a rural high school in Virginia graduated sixteen students but only one went to college. All of the girls married, while some of the boys became farmers, some fishermen, others entered well known trades, although all had completed the same course, the college preparatory course. The writer believes that the college preparatory course is fine for those who will profit by such training, but is it fair to use those valuable years for something which will not be of value to the child when there is some

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thing else that could be used and which would be of value?

Virginia is primarily an agricultural state. The majority of the students in the rural high schools will be farmers or farmers' wives. The schools should fit them for this vocation. One does not learn when to plant seeds, or how to analyze soil, or any of the necessary things that a farmer must know, in the average grammar or high school. Virginia has one college which has very good agricultural courses, Virginia Polytechnic Institute, but the average farmer becomes disgusted with the school long before it becomes time to go away to college. Therefore, little Johnnie does not receive the benefits of scientific training in farming.

The public schools of Virginia should provide training suitable to the children who attend the school. In the high school that has been previously mentioned it might have been better to have completely abolished the college preparatory course; the one boy who profited by it could very easily have been sent to a private school and the public school could then have devoted all of its time and money into fitting its students for the vocation they were to follow.

The question which always arises when a discussion such as this is being carried on is: how are we to know the future vocation of the child? Have we the right to make a boy a plumber and thus lose to the world a valuable surgeon? It is true that at the present time we can not definitely say John will succeed as a doctor and Willie should be a carpenter, but we can through various means and tests advise the child as to the type of career he should follow.

All schools should employ voactional guidance teachers whose duty it should be to help each individual to find his proper niche in life and fit himself for that niche.

THE EFFECT Today in every field the theory of retrenchment seems
OF THE to be in vogue. Money is scarce. Economy must be
ECONOMIC practiced and vocational schools, trade schools, and
DEPRESSION special courses in the ordinary high school are more
expensive than the academic courses. However, the
question in regard to these things should not be - can we afford
them? Rather it should be - can we afford not to have them?
In an article published by the Children's Bureau the following
statement is made:

"At the present time cuts in school appropriations are particularly serious because of the increased responsibilities that have been thrust upon the schools. School enrollments, which were mounting during the years of prosperity, have been further increased by the depression. Enrollment in federally aided vocational classes increased 18% in 1931 over 1930, and 17% in 1930 over 1929, as compared with an increase of 4% in 1929 over 1928. If the percentage of 14 and 18 attending school were today no higher than in 1920, more than a million potential job seekers would be added to an already over crowded labor market."

Although Virginia has not as yet cut her school term as have several of the states, she has in many instances cut her teaching staff. In some cities many of the "special" courses such as physical education, music in the elementary schools, kindergartens and other courses have been discontinued.

During the middle of March 1933, the Norfolk City Council cut

the school appropriation \$175,000.00, the cut to take effect April 1, 1933. In making the cut the City Manager and the Council recommended that the School Board take all of the "frills" out of the public school education. The frills listed were music, physical education, home economics, manual training, shops, and drawing.¹ The City Manager did not think of cutting the Latin Department, the French Department, or any of the other courses necessary for the college preparatory course, yet information gained in the courses which he suggested abolishing will be of greater value to the average high school student than the so-called classical subjects.

SUGGESTED We can not expect the child to remain in school unless

REFORM we make the school attractive to the child. If the school interests the youth more than the potential job then there will be no difficulty in keeping the child. Today the vocational guidance teacher aided by intelligence and intelligence tests and other tests is able to advise the student regarding his course of study. The motor-minded child does not usually succeed in purely abstract subjects and if he is forced to remain in them he usually drops out of school. As has been stated before, the schools must be for the child and not the child for the school.

"If the American Public School is to justify its existence, it must have for its primary aim, the training of better American citizens." ²

It has been previously stated that the child entering industry prematurely is less likely to be a good citizen than one who remains in school. Therefore, the public school must not only endeavor to

1. Fortunately the School Board did not approve of the City Manager's suggestion. Instead, teachers' salaries were again cut.

2. Dr. John J. Mahoney, Professor of Education, Boston University

keep the child but they must at the same time provide courses such as economics, elementary sociology, advanced geography, and other citizen training courses. In Norfolk, Virginia, as well as in nearly all of the high schools of the State, such courses are still regarded as frills and they have not been incorporated into the high school program.

During these days of depression there are many children whose parents are financially unable to keep them in school. Where ever possible the schools of Virginia have tried to keep these children in school. Free lunches have been supplied. In the high schools, books have been given, when necessary, and in some cases carfare to and from school has been provided. Thus the schools have kept out of industry, children who might have taken places of adult laborers.

VALUE OF
ADULT
EDUCATION Merely talking about our short-comings and weaknesses, however, will never correct them. The writer believes that the only thing which will bring about the desired reforms is adult education. The voting population of Virginia must be made to realize the social disadvantages of Child Labor. They must see not only the harm it does the individual child but also the harm it does to society. Child Labor has some good points and they should not be overlooked, but the people should understand the entire situation and realize that children should learn to work. They should have certain responsibilities, but they must also understand that when this work becomes harmful to both the child and society, and when it reaches the place where it may endanger the further chances

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of health, happiness and success of the child, it must be abolished.

There are many ways today of acquainting the adult population with the problem of Child Labor. Organizations interested in child welfare may organize "study groups". The Children's Bureau and the National Child Labor Committee will supply them with the necessary reading material. In some cases these groups, after a thorough understanding of the general problem may make studies of local conditions. The influence of these groups in bringing about desired reforms will be great.

Special lectures, sponsored by civic organizations may be given either in a public auditorium or over the radio. The speaker at such a lecture should be one who is thoroughly acquainted with the problem, and one in whom the people have confidence. Newspaper articles will also aid in bringing about the desired reforms. We shall have Child Labor as long as the adult population will tolerate it. When we reach the point where the adult population will no longer tolerate the working of children, then and not until then will Child Labor be a thing of the past. However, it is not the purpose of this paper to advocate the complete elimination of Child Labor; it is rather to suggest ways and means of controlling Child Labor.

SUMMARY

Before concluding it would seem wise to summarize both the weak and the strong points in Virginia's Law by comparing it to certain standards set up by the Children's Bureau for a good Child Labor Law.

1. "Fix a minimum age for work high enough to give every child an opportunity for complete physical development and as much education as he can profit by.
2. "Set a physical standard which a child must attain before he can enter gainful employment.
3. "Prohibit excessive hours and hazardous occupations for the employed children."¹
1. Although Virginia has a fourteen-hour minimum, loop holes in the Law make it possible for children of twelve to engage in the work in fruit and vegetable canneries and for boys of twelve to engage in the street trades.
2. Virginia has no educational requirement. As has been pointed out before, this is probably the weakest point in the Law.
3. Virginia requires a physician's certificate of physical fitness.
4. Although the legal protection for minors under sixteen is adequate, the same protection should be extended to protect all minors of eighteen years of age or under.
5. Virginia is one of the few states who have an eight-hour day and a forty-four-hour week, however, vegetable

History

The first settlement was made in 1607 by a group of men who came to the colony to establish a permanent settlement. They were the first of many who came to the colony to establish a permanent settlement.

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and fruit canneries are permitted to employ twelve-year old children eight hours a day and forty-eight hours a week.

6. The Law in Virginia in no way regulates the employment of children in agriculture.

7. Virginia is one of the few states that has state wide regulation of the street trades.¹

The status of Child Labor in Virginia as compared to some of the other states is not high. We who are Virginians regret the fact that Virginia does not head the list, but Virginia is working to further the development of her children and she will continue to work in that direction. At the present time Virginia is not bothered with the "sweat shops" and the conditions accompanying them, as are some of the northern states. It is to be hoped that Virginia will follow the old maxim, "An ounce of prevention is better than a pound of cure"; and that she will keep out of the State all industries which would bring with them such undesirable conditions as have been described in recent articles by the Secretary of Labor, Miss Frances Perkins, and others.

1. These criticisms are similar to those made by the Children's Bureau

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ANNEXURE

Page No. 10

1. The first part of the report is devoted to a general survey of the situation in the country.

2. The second part deals with the economic situation.

3. The third part deals with the social situation.

4. The fourth part deals with the political situation.

5. The fifth part deals with the cultural situation.

6. The sixth part deals with the international situation.

7. The seventh part deals with the future prospects.

8. The eighth part deals with the conclusion.

Page No. 11

9. The ninth part deals with the appendix.

10. The tenth part deals with the bibliography.

Page No. 12

11. The eleventh part deals with the index.

Page No. 13

12. The twelfth part deals with the list of tables.

13. The thirteenth part deals with the list of figures.

14. The fourteenth part deals with the list of maps.

15. The fifteenth part deals with the list of abbreviations.

16. The sixteenth part deals with the list of symbols.

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